

## Message Text

CONFIDENTIAL

PAGE 01 BOGOTA 02758 161242Z

42

ACTION PM-04

INFO OCT-01 ARA-06 ISO-00 NSC-05 SP-02 SS-15 L-03 CIAE-00

INR-07 NSAE-00 EB-07 TRSE-00 H-02 EUR-12 IGA-02 /066 W

----- 029609

R 152132Z MAR 76

FM AMEMBASSY BOGOTA

TO SECSTATE WASHDC 4050

INFO JCS WASHDC

USCINCSO

C O N F I D E N T I A L BOGOTA 2758

E.O. 11652: GDS

TAGS: MASS, CO

SUBJECT: CHANGES IN FOREIGN MILITARY TRAINING PROGRAM

REFERENCE: STATE 051768

THE FOLLOWING RESPONSES ARE KEYED TO SUB-PARAS A THROUGH F,  
PARA 5, REFTEL:

A. BASED ON THE LIMITED PARALLEL PROVIDED BY PAST EXPERIENCE  
WITH THE TEN PERCENT DEPOSIT REQUIREMENT (IN REALITY A SURCHARGE)  
ON THE MILITARY ASSISTANCE TRAINING PROGRAM (7 FEB 1972-  
31 DEC 1973), WE DO NOT BELIEVE THAT INCREASED COSTS WILL  
HAVE AN ADVERSE POLITICAL IMPACT ON OUR BILATERAL RELATIONS.  
(SEE HOWEVER PARAGRAPHS B, E AND F FOR LONG-RANGE IMPACT ON  
MILITARY RELATIONS.) AT THE TIME THIS REQUIREMENT WAS LEVIED,  
THE ADDITIONAL COST TO GOC RESULTED IN A REDUCTION OF MAP-T  
BUT DID NOT CAUSE ANIMOSITY OR IMPAIR RELATIONS AT ANY LEVEL.  
THERE WAS SOME CONFUSION AND ILL WILL CREATED BY THE MECHANICS  
OF COLLECTION BUT THE CORRECTNESS OF COST SHARING WITH  
RESPECT TO CONUS/PANAMA TRAINING WAS NEVER DISPUTED.  
PERSONS IN KEY POSITIONS HAVE CHANGED SINCE THE TIME OF  
THE TEN PERCENT REQUIREMENT BUT WE FEEL THAT A BASIC UNDER-  
STANDING OF OUR CONGRESS DESIRE TO CUT MILITARY SPENDING  
PERSISTS. (IT MUST ALSO BE SAID THAT THIS TEN PERCENT  
REQUIREMENT WAS ONE OF THE ORIGINAL STIMULI FOR REASSESSMENT  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BOGOTA 02758 161242Z

AND EVENTUAL CHANGE OF THE MILITARY MISSION AGREEMENTS IN

COLOMBIA. THIS CHANGE RESULTED IN ADDITIONAL COSTS TO THE U.S. GOVERNMENT THAT APPROXIMATED THOSE IMPOSED UNDER THE TEN PERCENT REQUIREMENT.)

B. OF THE TRAINING PROVIDED BY THE UNITED STATES, PROFESSIONAL MILITARY TRAINING IS GIVEN THE HIGHEST PRIORITY. WITHIN THIS GENERAL CATEGORY COURSES FOR MORE SENIOR OFFICIALS HEAD THE LIST. PROFESSIONAL TRAINING INCLUDES SENIOR INTERNATIONAL MANAGEMENT COURSES, COMMAND AND STAFF COURSES FOR ALL SERVICES, MID-CAREER COURSES SUCH AS ARMY ADVANCED COURSES AND EARLY-CAREER COURSES SUCH AS ARMY CADET TRAINING IN PANAMA. SECOND PRIORITY IS GIVEN TO TECHNICAL TRAINING FOR BOTH OFFICERS AND NCO'S. THIS TRAINING GENERALLY SUPPORTS EQUIPMENT PROVIDED BY OR PURCHASED FROM THE UNITED STATES. THE THIRD PRIORITY IS JOINT TRAINING EXERCISES. THE FOURTH AND FIFTH PRIORITIES ARE OCCUPIED, RESPECTIVELY, BY MORE BASIC TECHNICAL TRAINING (SUCH AS THAT OFFERED BY THE INTER-AMERICAN AIR FORCES ACADEMY IN PANAMA) AND MOBILE TRAINING TEAMS. THE COLOMBIAN GOVERNMENT IS NOT PAYING THE COURSES COSTS. IT IS, HOWEVER, PAYING AN ADDITIONAL LIVING ALLOWANCE TO STUDENTS WHO UNDERGO TRAINING OUTSIDE COLOMBIA. THE RULE-OF-THUMB USED IN THE U.S. MILITARY GROUP IS THAT IT COSTS THE INDIVIDUAL COLOMBIAN SERVICES THREE TO FIVE TIMES THE DOLLAR AMOUNT PROGRAMMED UNDER MAP-T. AS COURSE COSTS RISE AND/OR THE TRAINING DOLLAR CEILING IS CUT, WE FEEL THAT THE COLOMBIAN ARMED FORCES WILL PROBABLY NOT ATTEMPT TO MAKE OTHER ARRANGEMENTS, E.G., FMS PURCHASE, TO REPLACE TRAINING LOSSES. EXPERIENCE HERE WITH FMS PURCHASE OF TRAINING IS VERY LIMITED. THE COLOMBIAN AIR FORCE HAS BOUGHT CONUS PHYSIOLOGICAL TRAINING FOR ITS JET PILOTS. AN URGENT NEED, BASED ON SAFETY OF FLIGHT CONSIDERATIONS, PROMPTED THIS PURCHASE. DRAWING ON THIS LIMITED EXPERIENCE, WE FEEL THAT THE COLOMBIAN ARMED FORCES WILL TURN TO FMS TRAINING RELUCTANTLY AND ONLY UNDER VERY SPECIAL SETS OF CIRCUMSTANCES SUCH AS THOSE SURROUNDING THE PHYSIOLOGICAL TRAINING BUY. WHERE POSSIBLE TRAINING SHORTFALL WILL BE ABSORBED BY IN-COUNTRY TRAINING FACILITIES. A BRIEF COMMENT APPEARS IN ORDER AT THIS POINT ON "WHO WILL LOSE WHAT/ IF TRAINING IS CUT. OUR TRAINING PROGRAM IS STRUCTURED TO REACH THE MOST INFLUENTIAL AND PROMISING OFFICERS AS WELL AS THE MOST CAPABLE NCO'S IN THE COLOMBIAN ARMED FORCES. CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BOGOTA 02758 161242Z

TECHNICAL AND PROFESSIONAL TRAINING OFFERED IN THE U.S. AND PANAMA IS LIMITED AND COMPETITION IS KEEN. THOSE SELECTED HAVE USUALLY FINISHED FIRST IN SOME RELATED COURSE OFFERED BY THE COLOMBIANS. THROUGH THESE HIGHLY QUALIFIED CANDIDATES THE TRAINING PROGRAM ALLOWS CONSTANT EXPOSURE TO OUR EQUIPMENT, TECHNOLOGY AND METHODOLOGY. THE POLICY GOVERNING THEIR UTILIZATION ON RETURN IS EXTREMELY EFFECTIVE. IN MOST CASES MAXIMUM IMPACT IS ASSURED THROUGH ASSIGNMENT OF

RETURNEES TO THEIR SPECIALTIES EITHER AS INSTRUCTORS OR IN KEY STAFF POSITIONS. TRAINING PROVIDED IS IMPORTANT TO BOTH U.S. INFLUENCE AND CONTINUED MODERNIZATION OF THE COLOMBIAN ARMED FORCES. AS OUR CAPABILITY TO OFFER TRAINING UNDER MAP-T DIMINISHES, WE CAN PROBABLY EXPECT A GRADUAL LESSENING OF MILITARY INFLUENCE, BASED NOT ON ANIMOSITY OVER THE DECISION TO CUT FUNDS, BUT ON THE LACK OF EXPOSURE TO OUR SYSTEM AND IDEAS.

C. WE ARE IN AGREEMENT WITH THE GENERAL PRIORITIES MENTIONED IN PARAGRAPH B. PROFESSIONAL MILITARY TRAINING IS PROBABLY OF GREATEST BENEFIT TO U.S. NATIONAL INTERESTS IN TERMS OF BILATERAL RELATIONS. IF CONTACT IS TO BE MAINTAINED IT SHOULD BE DONE AT THE HIGHEST POSSIBLE LEVEL, I.E., WITH OFFICERS WHO FALL IN THE SENIOR/MID-CAREER CATEGORIES. AT THIS LEVEL WE ARE INFLUENCING THE FORMATION OF DOCTRINE, TACTICS AND MANAGEMENT PRACTICES. THIS TRAINING IS CURRENTLY BEING PROVIDED UNDER GRANT ASSISTANCE. IF COSTS WERE TO DOUBLE A GOOD PORTION OF THIS "PROFESSIONAL MILITARY TRAINING" COULD BE CONTINUED. CADET TRAINING IN PAMAMA FOR ALL MEMBERS OF THE GRADUATING MILITARY ACADEMY CLASS COULD NOT BE PROVIDED.

D. TRAINING CURRENTLY OFFERED IN PRIORITIES TWO THROUGH FIVE, AS MENTIONED IN PARAGRAPH A., WOULD ALMOST CERTAINLY HAVE TO BE ABANDONED.

E. AS MILITARY INFLUENCE IN TECHNICAL AREAS IS REDUCED, THE COLOMBIAN GOVERNMENT COULD VERY WELL TURN WITH GREATER FREQUENCY TO THIRD-COUNTRY EQUIPMENT PURCHASES. ALL EQUIPMENT-RELATED TRAINING WOULD PROBABLY COME FROM THESE THIRD COUNTRIES. YOUNGER OFFICERS WILL BE EXPOSED TO THESE THIRD COUNTRIES AT WHAT MIGHT APPEAR TO BE A PURELY TECHNICAL LEVEL. IN REALITY THIS EXPOSURE WILL BE MORE GENERAL IN NATURE  
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 BOGOTA 02758 161242Z

AND WHEN COUPLED WITH RESULTING LANGUAGE CAPABILITY, WILL FOSTER AN AFFINITY FOR THE LESS TANGIBLE ASPECTS OF THE THIRD COUNTRY MILITARY SYSTEMS SUCH AS DOCTRINE AND METHODOLOGY. WHEN IT COMES TIME FOR ADVANCED PROFESSIONAL TRAINING, THEY WILL PREFER TO RETURN TO THE COUNTRIES WITH WHICH THEY ARE MOST FAMILIAR. UNTIL NOW THE PREFERENCE FOR NON-U.S. EQUIPMENT HAS BEEN FOR THAT COMING FROM COUNTRIES WHOSE GOVERNMENTS ARE BASICALLY NON-COMMUNIST E.G. WEST GERMANY, FRANCE AND ITALY. HOWEVER, IF ATTRACTIVE TERMS FOR THE PURCHASE OF EQUIPMENT ARE OFFERED, INROADS BY THE COMMUNIST BLOC APPEAR TO BE A DISTINCT POSSIBILITY. (SEE BOGOTA 2547.) EXISTING CREDITS WITH RUSSIA RESULTING FROM COFFEE SALES AND THE APPARENT READY AVAILABILITY OF HARDWARE MAKES THE SOVIET UNION THE MOST PROBABLE SOURCE. OFFERS OF PATROL GUNBOATS (MISSILE) AND YAK-40 AIRCRAFT ARE CURRENTLY BEING CONSIDERED IN TERMS

OF THESE AVAILABLE COFFEE CREDITS. THE CONNECTION BETWEEN THESE POSSIBLE EQUIPMENT PURCHASES AND FUTURE TRAINING IS OBVIOUS. CONFIDENCE IN U.S. EQUIPMENT AND TRAINING WHICH HAS BEEN BUILT UP OVER 38 YEARS OF MILITARY ADVISORY EFFORT IN COLOMBIA AND THE FREINDSHIP MAINTAINED THROUGH THIS EFFORT ARE THE PRINCIPAL FACTORS THAT HAVE FORESTALLED TO THIS POINT A RUSSIAN MILITARY ENTRY INTO COLOMBIA. IN THE INTEREST OF AREA SOLIDARITY SOME PROFESSIONAL TRAINING MAY ALSO BE SOUGHT FROM OTHER LATIN AMERICAN COUNTRIES. THE TENDENCIES TOWARD FOREIGN POWER BLOCS, WHICH EXIST IN THESE LATIN AMERICAN COUNTRIES, WILL ALSO INFLUENCE THE THINKING OF THIS NEW GENERATION OF COLOMBIAN OFFICERS AS THEY ASCEND. THESE FACTORS MAY OR MAY NOT AFFECT MILITARY COMPETENCE. THEY WILL REDUCE THE INTEREST IN AND IMPACT OF U.S. MATERIEL AND DOCTRINAL CONSIDERATIONS. THAT PORTION OF BILATERAL RELATIONS CURRENTLY BOLSTERED BY MILITARY INFLUENCE WILL BE REDUCED.

F. THE EFFECT OF TERMINATION OF ALL GRANT TRAINING CAN BE SUMMARIZED FROM THE ABOVE OUTLINED CONSIDERATIONS AS FOLLOWS:

- 1) PROFESSIONAL AND TECHNICAL TRAINING IN THE U.S. WILL ALL BUT END.
- 2) THE VOID CAUSED BY REDUCED CONTACT AT THE TECHNICAL LEVEL, COUPLED WITH POSSIBLE ATTRACTIVE OFFERS OF TERMS ON EQUIPMENT PURCHASES, WILL CAUSE THE COLOMBIAN MILITARY TO TURN TO THIRD COUNTRIES.

CONFIDENTIAL

CONFIDENTIAL

PAGE 05 BOGOTA 02758 161242Z

- 3) CONTACT AT THE TECHNICAL LEVEL WILL CREATE AN AFFINITY FOR THE DOCTRINE, TACTICS AND METHODOLOGY EMPLOYED BY THESE OTHER COUNTRIES.
  - 4) AS THE OFFICERS WHO HAVE "GROWN UP" WITH THIS EQUIPMENT AND BEEN EXPOSED TO THESE LESS TANGIBLE ASPECTS OF THIRD-COUNTRY MILITARY MANAGEMENT "COME OF AGE, THEY WILL SEEK AND PROBABLY GET THIRD-COUNTRY PROFESSIONAL MILITARY TRAINING.
- VAKY

CONFIDENTIAL

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** MILITARY ASSISTANCE, PERSONNEL TRAINING, FOREIGN RELATIONS, COST ESTIMATES  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 15 MAR 1976  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** coburnhl  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1976BOGOTA02758  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Film Number:** D760099-0130  
**From:** BOGOTA  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1976/newtext/t19760362/aaaacccb.tel  
**Line Count:** 209  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Office:** ACTION PM  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 4  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** 76 STATE 51768  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** coburnhl  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 14 JUL 2004  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <14 JUL 2004 by MartinML>; APPROVED <26 OCT 2004 by coburnhl>  
**Review Markings:**

Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
04 MAY 2006

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** CHANGES IN FOREIGN MILITARY TRAINING PROGRAM  
**TAGS:** MASS, CO  
**To:** STATE  
**Type:** TE  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006